

## Message Text

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ACTION AF-04

INFO OCT-01 SS-14 ISO-00 A-01 SCA-01 CPR-01 PER-01 INR-05

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FM AMEMBASSY BUJUMBURA

TO SECSTATE WASHDC 4687

INFO USMISSION USUN NEW YORK

C O N F I D E N T I A L SECTION 1 OF 2 BUJUMBURA 0084

LIMDIS

E.O. 11652: GDS

TAGS: PDIP, BY, US

SUBJECT: APPLICATION OF RECIPROCAL TRAVEL RESTRICTIONS TO  
BURUNDI DIPLOMATS IN WASHINGTON AND NEW YORK

REF BUJUMBURA A-83, SEPT 13, 1974

1. FOLLOWING AUGUST 27 NOTICE TO DIPLOMATS IN BUJUMBURA,  
REPORTED REPAIR, OF REINSTITUTION OF SEVERE REGIME OF TRAVEL  
RESTRICTIONS, SUBSEQUENT NOTE OF 16 SEPT SEEMED TO MODIFY  
RIGIDITIES CONSIDERABLY. LATTER COMMUNICATIONS  
SPOKE OF FULL FREEDOM OF DIPLOMATIC TRAVEL SUBJECT ONLY TO  
"PRIOR NOTIFICATION" TO PROTOCOL OF TRIPS "TO THE  
INTERIOR". THIS APPEARED TO DROP AUGUST 27 REQUIREMENT OF TEN  
DAYS PRIOR WRITTEN NOTICE, AS WELL AS POSTPONEMENT OF START OF  
TRAVEL UNTIL WRITTEN PERMISSION RECEIVED FROM PROTOCOL.

2. SINCE THAT TIME, NON-COMMUNIST EMBASSIES HAVE FOLLOWED  
VARIED PRACTICES ON NOTIFICATION. NONE HAS GIVEN NOTICE OF ALL  
TRIPS. ALL HAVE EVIDENTLY INTERPRETED "THE INTERIOR"  
NOT RPT NOT TO INCLUDE VISITS TO NEARBY MOUNTAIN AND BEACH  
TOURIST SPOTS WITHIN 35 MILES  
OF CAPITAL. SOME HAVE USED WRITTEN NOTIFICATIONS, OTHERS ORAL,  
WITHIN 3 TO 6 DAYS OF PLANNED TRIP. NONE HAS SOUGHT OR RECEIVED  
WRITTEN PERMIT FROM MINISTRY. THIS EMBASSY HAS NOT FILED ANY  
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NOTES OR GIVEN ORAL NOTIFICATION. NOR HAVE PERSONNEL BEEN AT ALL

BOTHERED OR CHALLENGED ON TRIPS.

3. ON JAN 23, I INFORMED PROTOCOL ORALLY THAT ON FOLLOWING DAY, I PLANNED TO VISIT BURURI TO TRY TO SPEED UP PROGRESS ON BOGGED-DOWN SELF-HELP PROJECT FOR BUILDING MATERNITY CLINIC THERE. SINCE I WOULD BE IN PROVINCIAL CAPITAL, I TOLD PROTOCOL THAT I WOULD BE HAPPY TO PAY COURTESY CALL ON GOVERNOR. AFTER LONG DISCUSSION, PROTOCOL CHIEF SAID THAT I COULD NOT TRAVEL AT ALL SINCE I HAD NOT SENT WRITTEN NOTIFICATION SUFFICIENTLY IN ADVANCE. OF COURSE, I DID NOT MAKE TRIP. TWO DAYS LATER (SAT JAN 25, I DID MAKE DAYTIME EXCURSION TO AMERICAN MISSIONARIES ABOUT 80 MILES FROM CAPITAL. ENROUTE, IN GITEGA RESTAURANT, I HAPPENED TO BUMP INTO GOVERNOR OF PROVINCE. HE EVIDENTLY REPORTED MY PRESENCE TO BUJUMBURA, BECAUSE ON JANUARY 28, PROTOCOL CHIEF PHONED TO COMPLAIN OF MY UNNOTIFIED TRAVEL. HE WOULD NOT ACCEPT EXPLANATION THAT MY TRIP INVOLVED NOTHING BUT CONTACTS WITH AMERICAN CITIZENS, BECAUSE HE SAID IT WAS NONETHELESS "IN THE INTERIOR".

4. WE HAVE SINCE BEEN TOLD BY CHINESE AMBASSADOR (AND BY GOVT NEWS BULLETIN) THAT, ON JANUARY 28, FONMIN CALLED HIM IN, AS ACTING DEAN OF CORPS, AND REMINDED HIM THAT ALL PREVIOUSLY ANNOUNCED TRAVEL RESTRICTIONS ON DIPLOMATS WERE STILL IN FORCE, GOING BACK TO MAY 08, 72 NOTE. CHIEF OF PROTOCOL HAS SINCE TOLD ME THAT THIS MEANS WRITTEN NOTIFICATION MUST BE GIVEN FOR ANY TRIP OUTSIDE OF BUJUMBURA AND THAT OFFICIAL APPROVAL, EITHER WRITTEN OR ORAL, MUST BE RECEIVED BEFORE TRIP MAY START. NOTIFICATION PERIOD REQUIRED MAY BE AS LONG AS TEN DAYS, BUT IN SOME CASES AT MINISTRY'S DISCRETION, 3 OR 4 DAYS MAY SUFFICE. ALL THIS IS, OF COURSE, CONSIDERABLY MORE SEVERE THAN ANYWHERE IN SOVIET BLOC. IT SHOULD BE NOTED THAT RESTRICTIONS DO NOT RPT NOT APPLY TO FOREIGN OR UN AID PERSONNEL, UNLESS THEY HAVE DIPLOMATIC STATUS, OR TO OTHER FOREIGN RESIDENTS. ALSO OF INTEREST IS FACT THAT LAST WEEKEND, EMBASSY PERSONNEL WERE AT LAST MINUTE (NOON FEB 1) GIVEN WRITTEN AUTHORIZATION (SIGNED BY INTERIOR MINISTER) TO VISIT SITES WITHIN 40 MILES OF BUJUMBURA AS REQUESTED JAN 30, AND THAT ON ONE OF THESE OUTINGS, I WAS MET BY GOVERNOR OF NEIGHBORING PROVINCE WHO DEMANDED TO SEE MY TRAVEL PERMIT.

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5. WHILE THERE WERE INTERNAL POLITICAL TENSIONS LAST AUGUST WHICH COULD HAVE EXPLAINED REVIVAL OF TRAVEL RESTRICTIONS AFTER THEIR DE FACTO LAPSE EARLIER IN 1974, THERE ARE NO PLAUSIBLE CAUSES SUCH AS SECURITY PROBLEMS FOR CURRENT MOVES. ONE MUST ASCRIBE IT TO GROWING AND BALEFUL INFLUENCE OF INTEMPERATE, UNPLEASANT, ARROGANT AUTHORITARIAN, AND RATHER XENOPHOBIC INTERIOR MINISTER RWURI, WHO HAS LATELY BEEN WORKING HARD AND SUCCESSFULLY TO GET ALL PROVINCIAL AND LOWER LEVEL AFFAIRS UNDER HIS

DIRECT CONTROL, AND WHO IS NOW IN POLITICAL POSITION TO INTIMIDATE MOST OF HIS CABINET COLLEAGUES. IN FACT, WE HAVE REPORT ON JAN 18 RWURI MEETING WITH GOVERNORS AT WHICH HE SAID THAT HE WOULD NOT STAND FOR ANY MORE UNAPPROVED DIPLOMATIC TRAVEL (CITING A TRIP BY THE ZAIRE AMBASSADOR AND A SATURDAY TOURISTIC EXCURSION BY ME) AND THAT THE GOVERNORS SHOULD ARREST ANY UNAUTHORIZED TRAVELERS AND HOLD THEM UNTIL RWURI ORDERED THEIR RELEASE. HE THEN DEMANDED THAT FONMIN BIMAZUBUTE READ THE RIOT ACT TO DIPLOMATS AND LATTER, BEING UNWILLING TO CHALLENGE RWURI, SOMEWHAT RELUCTANTLY COMPLIED. HOWEVER, BIMAZUBUTE HAS IN FACT GOTTEN WORD TO BIG AID DONORS (FRANCE, FRG, AND BELGIUM) THAT NEW RULES WILL NOT BE ENFORCED AGAINST THEM.

6. IN ANY CASE, THE FACT IS THAT THE REGIME HAS UNDERTAKEN AN EFFORT TO MAKE IT AS DIFFICULT AS POSSIBLE FOR MOST DIPLOMATS TO MOVE OUTSIDE OF THE VERY SMALL AREA OF THE CAPITAL CITY ITSELF. THIS MAY WELL EVEN VIOLATE ARTICLE 26 OF THE VIENNA CONVENTION ON FREEDOM OF TRAVEL, SINCE THEY HAVE CITED NO REASONS OF NATIONAL SECURITY FOR THEIR ACTION, BUT INSTEAD CLAIM HYPOCRITICALLY THAT IT IS IN THE BEST INTERESTS OF THE DIPLOMATS THEMSELVES THAT LOCAL AUTHORITIES KNOW IN ADVANCE OF THEIR COMING. (IN FACT INEFFICIENCIES AND COMMUNICATIONS PROBLEMS HERE ARE SO PERVASIVE THAT OTHER EMBASSIES BY THEIR TRAVELERS OFTEN ARRIVE AT DESTINATIONS TOTALLY UNEXPECTED BY LOCAL OFFICIALS, DESPITE PRIOR NOTE TO FONOFF.)

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ACTION AF-04

INFO OCT-01 SS-14 ISO-00 EUR-08 IO-03 L-01 A-01 CPR-01

SCA-01 PER-01 INR-05 /040 W

----- 031720

R 041400Z FEB 75

FM AMEMBASSY BUJUMBURA

TO SECSTATE WASHDC 4688

INFO USMISSION USUN NEW YORK

C O N F I D E N T I A L SECTION 2 OF 2 BUJUMBURA 0084

LIMDIS

7. I AM NOT RPT NOT URGING ANY RETALIATORY ACTION FOR THE MOMENT

BECAUSE I WOULD FIRST LIKE TO SEE WHETHEWT INFORMAL COMPLAINTS TO WELL-PLACED PERSONS IN BUJUMBURA WITH READY ACCESS TO PRESIDENT ABOUT HARMFUL EFFECTS OF LATEST MOVE WILL PRODUCE ANY RESULTS. I AM ALSO SENDING STIFF NOTE TO FOREIGN MINISTRY WHICH CALLS MOVE AN UNFRIENDLY ACT, SAYS SITUATION CREATED IS INCOMPATIBLE WITH BILATERAL RELATIONS OF COOPERATION AND HELP, NOTES TOTALLY DISCRIMINATORY NATURE OF RESTRICTIONS AGAINST SOME DIPLOMATS BUT AGAINST NO RPT NO OTHER FOREIGNERS, CLAIMS VIOLATION OF ARTICLE 26 SINCE NO BURUNDI ALLEGATION OF NATIONAL SECURITY GROUNDS HAS BEEN GIVEN, POINTS OUT THAT GOVT ASSERTS PEACE AND ORDER REIGN IN BURUNDI WHICH MEANS THAT RESTRICTIONS IMPOSED AT HEIGHT (MAY) OF 1972 EVENTS CANNOT HAVE ANY JUSTIFICATION, ARGUES BY IMPLICATION THAT IF BURUNDI INVOKED NATIONAL SECURITY IT WOULD BE VERY QUESTIONABLE WHETHER PRIVATE AMERICAN INVESTORS WOULD WANT TO RISK MONEY IN COUNTRY, PLAYS UP HARDSHIP OF RESTRICTIONS ON NORMAL RECREATIONAL ACTIVITIES OF DIPLOMATS, NOTES THAT BURUNDI DIPLOMATS TOTALLY UNRESTRICTED UP TO NOW IN US, AND URGES RESCISSION OF MEASURES.

8. I HAVE ALSO CONSULTED NATO COLLEAGUES TO SEE WHETHER THEY WISH TO SEND SIMILAR NOTES OR TO RECOMMEND RETALIATORY ACTION BY THEIR GOVERNMENTS AGAINST BURUNDI DIPLOMATS, BUT THEY ARE RELUCTANT TO DO SO IN VIEW OF THEIR PRIVILEGED POSITION. WHILE WE AWAIT DEVELOPMENTS  
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OVER NEXT WEEK OR TWO, I THINK THAT THE DEPT, BY WAY OF PREPARATION, SHOULD ADDRESS THE QUESTION OF WHETHER THE SAME MEDICINE SHOULD NOT BE APPLIED TO THE BURUNDI DIPLOMATIC ESTABLISHMENTS IN NEW YORK AND WASHINGTON. I REALIZE THAT THE DEPT HAS NEVER WANTED TO ASSUME THIS BURDEN, AND I ALSO KNOW THAT BURUNDI COMPLIANCE WITH THE MEASURES WOULD NOT RPT NOT REALLY BE VERIFIABLE (ANY MORE THAN BURUNDI GOVT HAS ADEQUATE MEANS OF VERIFICATION HERE). I CERTAINLY WOULD NOT RPT NOT SUGGEST BRINGING ANY US LAW ENFORCEMENT AGENCY INTO THE PICTURE, BUT I DO BELIEVE THAT BURUNDI PERSONNEL WOULD OPERATE UNDER SOME SELF-ENFORCEMENT COMPUNCTIONS (AS WE DO HERE), PARTICULARLY IN THE ABSENCE OF EXACT KNOWLEDGE OF WHETHER DEPT HAS ARRANGED TO CHECK UP ON THEM. WHILE IT IS NOT LIKELY THAT RWURI AND HIS ILK WILL CARE ABOUT FATE OF BURUNDI DIPLOMATS IN US, OUR MEASURES PLUS THE STRONG TONE OF MY NOTE COULD STRENGTHEN HAND OF RATIONAL ELEMENTS IN LOCAL ESTABLISHMENT WHEN THEY FINALLY TRY TO ENLIST MICOMBERO ON THEIR SIDE.

9. I WOULD MUCH APPRECIATE DEPT'S REACTION TO IDEA OF RECIPROCAL RESTRICTIONS, AS WELL AS INFORMATION ABOUT OUR PAST REACTION TO RESTRICTIONS IN OTHER LDCS. DEP MAY WONDER WHETHER BURUNDI MERITS WHATEVER ADMINISTRATIVE BURDEN IS INVOLVED. I WOULD ANSWER YES ON THREE GROUNDS. FIRST, IT IS A BURDEN ON MORALE OF THIS EMBASSY'S STAFF TO BE CONFINED TO WHAT IS REALLY A VERY SMALL AREA, WHEN MOST

OF AREAS OF RELAXATION ARE ELSEWHERE IN THE COUNTRY, AND WHEN  
ALMOST ALL OF THEIR FOREIGN FRIENDS ARE UNDER NO TRAVEL RESTRICTIONS.  
BURDEN WILL BE EVEN HEAVIER IF STAFF CONCLUDES THAT US DOES  
NOT RPT NOT EVEN CARE ENOUGH TO APPLY RECIPROCAL MEASURES.  
SECOND, WORD WILL GET AROUND DIPLOMATIC CIRCLES IN WASHINGTON  
AND NEW YORK, NOT ONLY EMBARRASSING BURUNDI FOR RESTRICTIONS  
(WHICH ARE MUCH TIGHTER EVEN THAN IN SOVIET BLOC), BUT ALSO  
LETTING SIMILARLY MINDED REGIMES UNDERSTAND THAT THERE IS  
PRICE TO PAY FOR INCIVILITY TO AMERICAN PERSONNEL. THIRD,  
RETALIATION WILL AT LEAST LET NARROW-MINDED EXTREMIST MEMBERS  
OF THIS REGIME KNOW THAT THERE IS PRICE  
TO PAY FOR THEIR INORDINATE SUSPICIONS AND HARD-LINE MOVES,  
AND IT MAY LET MORE REASONABLE OFFICIALS ARGUE THAT MODERATION  
WILL PRODUCE MORE RESULTS. I WILL ALLUDE TO THIS INTERNAL  
ASPECT IN MY NEXT FOLLOWING CABLE ON AID TO BURUNDI.  
MARK

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## Message Attributes

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